DEVELOPMENT OF MEASURES TO ACCOMMODATE COURIER OPERATIONS

93-01653/

FOREWORD

One of the most pressing and difficult issues that Metropolitan Toronto has to deal with is transportation congestion.

In response to this situation, the Metropolitan Toronto Transportation Department has developed a Short Term Strategy for the management of congestion. The emphasis of the Strategy is to implement measures that enable more efficient use of the existing facilities and services. The implementation of such measures may involve trade-offs that have to be accepted publicly and politically, as well as require complementary actions to be undertaken in the areas of enforcement and education.

This report on "Development Of Measures To Accommodate Courier Operations" is one of a series of investigations pertaining towards the Improvement of Roadway Operations for Metropolitan Arterial Roads.

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METROPOLITAN TORONTO COURIER OPERATIONS STUDY
EXECUTIVE SUMMARY

Study Objectives

Developed from the Metropolitan Toronto Goods Movement Study of 1986, the Courier Operations Study involved two key objectives:

- minimizing the impact of courier operations on vehicular and pedestrian traffic; and,
- accommodating the needs of couriers concerning their goods pick ups and deliveries.

Courier Defintion:

The definition of a courier, or messenger, has been elusive. The relevant provincial and municipal legislation refers to couriers as 'carters' or those who provide the service as the conveyance of goods, but not people. **A more concise definition is offered in this study: a courier operation is one that is a private, licensed business that is very demand responsive, versatile and charges a fee for delivering small parcels based upon the distance to be delivered.** The individual courier may differ by:

- Operational Characteristics,
- Delivery Schedules,
- Size of Service Area,
- Sorting And Distribution Methods, and
- Specialization of Goods Delivered.

Conclusions:

The investigations to this study has led to the development of sixteen potential measures that could be incorporated into the courier industry to alleviate congestion caused by couriers while addressing their specific needs. The sixteen measures can be sorted into four areas of jurisdiction as shown below:

COURIER LICENSING PROGRAM MEASURES

1) Increase Metro Cartage Licence Enforcement and Violation Fines
2) Attach Value to the Cartage Licence
3) Create Courier Licence Class including Broker Licence

COURIER OPERATIONS PROGRAM MEASURES

1) Education Programs
2) Discussion Forums
3) Consolidation Projects (voluntary)
4) Delivery Surcharge (core areas)

TRAFFIC AND PARKING PROGRAM MEASURES

1) Increase Parking Enforcement
2) Increase Parking Fines
3) Dedicated On/Off Street Parking
4) Dispatch Office Traffic Impact Studies
5) Curbside Parking Management Strategy

OTHER PROGRAM MEASURES

1) Cooperation among Regional and Area Municipalities
2) Vehicle Identification Program
3) Voluntary Retrofit of Existing Buildings
4) Development Requirements for New Buildings

Recommendations:

All measures listed above are be shown to positively impact upon the congestion caused by couriers and/or the courier industry (Section 5.0). In this regard, programs with 'immediate' implementation times are selected as most desirable and therefore recommended for early initiation. These are listed beow and shown in Exhibit E1:

- Education programs for existing and potential regulations
- Discussion forums on courier issues
- Increase licence enforcement
- Increase licence violation fines
- Increase parking enforcement
- Increase parking violation fines
- Dispatch office traffic impact studies
- Cooperation among Regional and Area Municipalities

A number of programs can be implemented after program details have been considered such as funding and responsibilities. These are expected to have an implementation time from one month to a year. The following measures fall into this category:

- Office/neighbourhood/core consolidation of courier services (voluntary/manditory)
- On street parking dedicated to couriers
- Off street parking dedicated to couriers
- Curbside Parking Management Strategy
- Vehicle identification program
- Development requirements for service laneways or lay-bys, parking (new buildings)

Lastly, some measures are recommended for inclusion, yet will take a longer amount of time for implementation due to such factors as financing and/or legislative changes.The following measures should be investigated for eventual implementation:

- Apply a surcharge to core area pick-ups and deliveries
- Attach a value to the Cartage Licence
- Create courier licence class
- Modification of by-laws for broker accountability
- Voluntary retrofit of existing buildings

TABLE E1: POTENTIAL ALTERNATIVE MEASURES TO ALLEVIATE COURIER CONGESTION

IMPLEMENTATION TIME VERSUS SUBJECT GROUPINGS

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APPENDIX B:

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1.0 INTRODUCTION

1.1 Background

Authorized in June, 1986 and completed in March, 1988, the Metropolitan Toronto Goods Movement Study was undertaken by consultants for the then Metropolitan Toronto Roads and Traffic Department. The study involved various aspects of goods movement throughout the Metropolitan Toronto Region. The five major components of the study were:

- the relationship between the economics of goods movement and that of Metropolitan Toronto in general;
- truck routes and restrictions;
- goods pick up and delivery;
- shipments of dangerous commodities, and
- exceptional load movements.

The Goods Movement Study established a set of twelve recommendations regarding these topics. Recommendation #7 of the study concerned courier/messenger services and is reproduced below.

Recommendation #7

"It is recommended that Metropolitan Toronto and Area Municipalities, in consultation with representatives of the courier industry, develop measures to accommodate the needs of couriers, with respect to goods pick up and delivery, in order to minimize the impact of their operations on vehicular and pedestrian traffic; such measures to include:

a) **modification of existing zoning by-laws to require a loading area(s) at or below grade, designed to accommodate courier vehicles, including bicycles, in new development and redevelopment; and,**

b) **the provision of designated parking bays, lay-bys, or courier zones along local streets and laneways."**

The Metropolitan Toronto Courier Operations Study and subject of this report, has been developed from the above recommendation.

1.2 Study Objectives

UMA Engineering Ltd. was retained by the Metropolitan Toronto Transportation Department to undertake the analysis of courier operations in Metropolitan Toronto. The study involved two key elements:

- minimizing the impact of courier operations on vehicular and pedestrian traffic; and,
- accommodating the needs of couriers concerning their goods pick ups and deliveries.

While both of these may be easy to achieve separately, the combination of the two pose difficulties in terms of cost and conflicting ideals. One solution to the first objective might be to ban all courier vehicles from the congested areas, while a solution to the second objective may suggest giving couriers preferential treatment throughout the core areas. Resolution of these two potentially conflicting objectives is addressed in the evaluation of formulated alternative measures.

The definition of a courier, or messenger, has been elusive. The relevant provincial and municipal legislation refers to couriers as 'carters' or those who provide the service as the conveyance of goods, but not people. **A more concise definition is offered in this study: a courier operation is one that is a private, licensed business that is very demand responsive, versatile and charges a fee for delivering small parcels based upon the distance to be delivered.** The formulation of this definition is found in Chapter 2: The Current Courier Industry

1.3 Study Area

The investigation of courier activities was limited to the operations carried out within Metropolitan (Metro) Toronto. In addition, any recommended measures would only be applicable to roads under the jurisdiction of the Metropolitan Toronto Government (Exhibit 1.1). However, the evaluation of alternative measures had to consider the 'ripple' effect of the measure on Area Municipal roads.

From the objectives of this study, another 'study area' becomes apparent, that is, areas where couriers have a significant impact on vehicular and pedestrian traffic. This was interpreted to be areas that are currently experiencing traffic problems and areas that couriers themselves perceive to be problem areas. This describes many of the sub-centres and central business districts of Metro Toronto's Area Municipalities, commonly described as 'core areas' or commercial centres.

1.4 Methodology

There were five major components to the methodology of this study:

- background research,
- industry and municipal interviews,

- development of potential alternative measures;
- industry surveys; and
- analysis and evaluation of alternative measures.

The purpose of the background research was to gain insight into methods used in the past and in other jurisdictions to solve problems similar to those being addressed in this study. The major sources for this information were journal articles, academic reports and transportation industry publications.

Interviews were conducted with members of the courier industry as well as municipal government officials. The industry interviewees consisted of representatives from national, regional and local courier operations. The municipal contacts included interviews with officials from the Metro Legal and Transportation Departments and the Metro Licensing Commission. In addition to the interviews, the consultant sat on a panel during a discussion session concerning couriers and core area congestion at the Canadian Couriers Association's (CCA) Annual General Meeting in September, 1990.

The main objectives of the industry interviews and the panel discussion were to determine the problems that couriers face in regard to congestion in core areas and to find out what solutions the couriers themselves would propose to solve them. Once alternative measures were developed, the interviews with municipal officials were held to determine the feasibility of implementing the various measures.

To augment the information obtained at the general meeting and through the interviews, two mail out surveys were conducted to derive various statistics particular to the Metro Couriers. The first survey, with a sample size of 30, was

delivered at the CCA's Annual General Meeting with a follow up letter and additional survey form forwarded one week later. The second survey was conducted on a random sample of Metro Toronto couriers taken from the Bell telephone "yellow pages'. This was a sample of 40 courier companies from the 180 listed in the telephone book. Both surveys were identical in the questions that were asked. The actual survey questions are reproduced in Appendix B.

It should be noted that the response rates for both surveys were much less than desired. Only 9 completed surveys for the 70 sent out (12.9%) were returned, and this was achieved only through the urging of the president of the Canadian Courier Association (CCA) and a follow up letter to the survey recipients. It should also be noted that the low response rate did not adversely affect the results of the study due to the information gathered at the CCA's annual general meeting and through the interviews held with individual couriers. A review of both sets of data shows that the information obtained from the surveys supported that obtained from the interviews.

Finally, the alternative measures developed through the research and interviews underwent two sets of analyses. First, the measures were subjected to an initial examination based upon fundamental criteria: the objectives of the study, development requirements and approximate cost. The second analysis probed the surviving alternatives in more detail, such as benefit to the courier industry and flexibility of the measure.

2.0 CURRENT COURIER INDUSTRY

2.1 Definition

There is a reasonable amount of information concerning urban goods movement (UGM) and urban pick-up and delivery (PUD), however, much of the work that has been done focuses on freight movement carted by trucks because of their size, exhaust, noise and propensity to cause congestion. Less of a visible problem, is the delivery of small loads by car, van, bicycle and other means. As these vehicles are less prominent, investigation of their activities and the uncovering of their problems is more difficult.

2.1.1 Types of Courier Classifications

Background research reveals an 'urban goods classification system'[1] that adequately describes the range of goods moved within a city, yet lists only trucks as the delivery vehicle (Exhibit 2.1). This system disregards any deliveries by automobile including many courier vehicles, copy and reproduction centres and a host of other small load, short delivery operations.

A second classification system[2] uses routes and delivery characteristics as the properties of the system (Exhibit 2.2). While this may be an ideal method of classifying movement, most courier and goods movement operations have their own customized systems and many will make special concessions for favoured customers or an additional fee.

Although most could visualize a stereotype, the question remains then, 'what

1 N.D. Lea Associates, 1972, in "Urban Goods Movement in Canadian Cities"
2 R.K. House and Associates, 1978, in "Myths and Realities of Urban Pick-up and Delivery Operations

PROPOSED URBAN GOODS CLASSIFICATION SYSTEM NUMBER 1

CATEGORY NUMBER	COMMODITY GROUP DESCRIPTION	VEHICLE TYPE FOR ROAD TRANSPORT Body Type	Number Of Axles
1	Small Package P&D (Messenger)	Miniature	1 equivalent
2	Other	Miniature	1 equivalent
3	Small Package Single Commodity P & D	Panel	2
4	Service Vehicle	Panel or Pickup	2
5	One-man Package Local P&D	Pick-up	2
6	One-man Package Local P&D	Van	2
7	Two-man Package Local P&D	Van	2
8	Foodstuffs - Refrigerated	Van	2 or 3
9	Foodstuffs - Refrigerated	Van	4 or 5
10	Foodstuffs - Non-refrigerated	Van	2 or 3
11	Foodstuffs - Non-refrigerated	Van	4 or 5
12	Miscellaneous Dock Load and Unload	Van	2 or 3
13	Miscellaneous Dock Load and Unload	Van	4 or 5
14	Miscellaneous Dock Load and Unload	Van	6 or more
15	Service Vehicle	Van	2 or more
16	Moving Van	Van	2 or 3
17	Other	Van	4 or 5
18	Other	Van	6 or more
19	Building Materials	Stake	2 or 3
20	Building Materials	Stake	4 or 5
21	Machinery and Equipment	Stake	2 or 3
22	Machinery and Equipment	Stake	4 or 5
23	Other	Stake	2 or 3
24	Other	Stake	4 or 5
25	Various	Stake	6 or more
26	Machinery, Equipment, etc.	Flatbed	4 or 5
27	Common Earth	Dump	2
28	Common Earth	Dump	3
29	Sand, Gravel and Ore, etc. (Processed Earth Materials)	Dump	2
30	" " " "	Dump	3
31	" " " "	Dump	4 or more
32	Motor Vehicle Carriers	Racks	5
33	Livestock	Special	3, 4 or 5
34	Waste	Special	2 or 3
35	Road Maintenance Equipment - Snow Plows, etc.	Special	Various
36	Military Vehicles	Special	Various
37	Petroleum	Tank	2 or 3
38	Petroleum	Tank	4 or more
39	Fluids/Powder	Tank	2
40	Fluids/Powder	Tank	3 or more
41	Cement	Tank	4 or more
42	Single Purpose - i.e., any vehicle with a body specially built and used for only one purpose such as: - Concrete Truck - Propane Gas - Hopper (Box) - Wrecker		
43	" " " " "	Special	2 or 3
44	" " " " "	Special	4 or 5
45	Container Carrier	Special	6 or more
46	Container Carrier	Flatbed or Special	2 or 3
47	Other	"	4 or more
48	Other	Various	2
49	Other	Various	3
50	Other	Various	4 or 5
51	Mail	Various	6 or more
52	Motor Home	Van	2
53	Motor Home	Single Unit Trailer	2 3 or 4

EXHIBIT 2.1

N.D. Lea Associates, 1972

CLASSIFICATION OF URBAN TRANSPORTATION SYSTEMS

- URBAN GOODS MOVEMENT -

O-D Pattern of Demand	Many-to-Many								Many-to-One / One-to-Many							
O-D Pattern of Supply	Many-to-Many				Many-to-One / One-to-Many				Many-to-Many				Many-to-One / One-to-Many			
Transfer Point	No		Yes		No		Yes		No		Yes		No		Yes	
Shared Vehicle	No	Yes	No	Yes	No	Yes	No	Yes	No	Yes	No	Yes	No	Yes	No	Yes
Operating Characteristics								POST OFFICE						DEPT. STORE DELIVERIES GARBAGE		
Zoned Routed Scheduled																
Zoned Routed Scheduled with some Demand Responsive Diversion			TRANSFER COURIER / CARTAGE SYSTEM					OVERNIGHT PARCEL DELIVERY CARTAGE		CENTRAL COLLECTION / DISTRIBUTION SYSTEM						
Zoned Non-Routed Demand Responsive								P.O. SPECIAL DELIVERY								DE NEUFVILLE'S AIR EXPRESS FREIGHT SYSTEM
Non-Zoned Non-Routed Demand Responsive	"RUSH" PARCEL DELIVERY CARTAGE TAXI	EXPRESS COURIER											SMALL RETAIL STORE DELIVERY OPERATIONS			

EXHIBIT 2.2

R.K. House and Associates, 1978

are couriers?' (or messengers, as other countries and jurisdictions call them). This question becomes extremely important when the service has to be differentiated in law, as in by-laws or provincial legislation.

2.1.2 Legal Definitions

Legally, couriers are classified as 'carters' driving 'cartage vehicles'. The Ontario Municipal Act (RSO 1980, Chapter 302) defines a carter as the driver of a vehicle used for the 'conveyance of goods' (Section 227, ¶1). The Metropolitan Toronto Licensing By-law 20-85 defines a cartage vehicle as "a motor or other vehicle used for hire for carriage within the Municipal Area" and does not include taxis, drive-self vehicles or tow trucks. Neither courier nor messenger services are specifically defined within the above mentioned legislation.

2.1.3 Operational Characteristics

The foregoing definitions bear some resemblance to the image of a courier most people envision; however, couriers can be better defined by their operations. Table 2.1 lists some of the characteristics of different urban goods movement operations and identifies how couriers, freight movement and the national postal system relates to them.

According to this analysis of the three similar industries, a courier operation is one that is a private, licensed business that is very demand responsive, versatile and charges a fee for delivering small parcels largely based upon the distance to be delivered. Further, the large majority of courier vehicle trips are made by car, van or light truck.

TABLE 2.1: Comparison Of Different Urban Goods Movement Operations

Characteristic	Courier	Freight	Mail[1]
PUDs[2] available on specified schedule	YES	YES	YES
PUDs available on demand	YES	YES	NO
PUDs may have unique routes	YES	YES	NO
Handles letters, documents, small parcels	YES	NO	YES
Handles loads over 100 kg.	NO	YES	YES
Fee based largely upon distance travelled	YES	YES	NO
Extra fee for international delivery	YES	YES	YES
Fee charged per unit shipped	YES	YES	YES
Requires waybill or bill of lading	YES	YES	NO
Private sector industry	YES	YES	NO
Drivers must have special licence (Metro)	YES	YES	NO
Vehicle must be licensed (by Metro)	YES	NO	NO
Delivery vehicles include[3]:			
automobiles	YES	NO	NO
vans	YES	YES	YES
light trucks	YES	YES	YES
heavy trucks	NO	YES	NO
bicycles	YES	NO	NO
walkers	YES	NO	YES

(1) Regular postal delivery does not include courier type services (i.e. Priority Post)

(2) PUD = Pick-Up and Delivery

(3) Does not include bulk distribution between sorting stations

Within the courier industry several different types of courier operations exist. They are distinguished by the prominent mode of transport, speed of delivery, delivery area and type of goods handled. The two major divisions of mode are air and ground courier transport. Ground couriers can be again divided into motor vehicle couriers and non-motorized couriers. The majority of ground couriers use a variety of modes depending upon the characteristics of their operations, the area they service and the size of the company. Some of the very large companies have both air and ground divisions.

2.1.4 Delivery Schedules

The needs of the courier's clients and the competitiveness of the industry has formed a range of available delivery schedules. The common services that couriers offer are:

- *EXPRESS*, or *RUSH*, service;
- Overnight/next day service;
- Two day service, and;
- International service.

2.1.5 Other Operational Delineations

Quite often, the differentiation in services offered also delineates the industry among international, national, regional and local couriers. As well, this distinction often differentiates among multinational, large intermediate and small operations, where small operations tend to offer the rush and next day service within one municipality or even within a single central business district.

One last set of operational characteristics that varies across the industry is that of sorting and distribution methods. Courier service brokers commonly use a two way, multi-user radio to dispatch their drivers to their destinations, however, some companies use cellular telephones, while the use of computers is gaining acceptance in the industry especially among larger operations. Still other companies use none of these because they have a fixed route of pick-up and delivery and therefore do not need dispatching. Where sorting is concerned, some couriers have fixed sorting stations, or terminals, and others have mobile stations perhaps in a specially equipped van or between driver's vehicles as necessary.

2.1.6 Specialization

Finally, some couriers specialize in the carriage of certain types of goods. Other than the general courier, the most common specialization is the legal courier who concern themselves with the pick-up and delivery of legal documents among lawyers, their clients, etc. Others may only deliver documents (as opposed to parcels), cold storage items, perishable food items or deliver exclusively within a particular industry, such as the fashion and advertising industries.

The range of services, times, costs etc., makes for a very diversified industry. They are difficult to describe and define. Any potential measures aimed at couriers must recognize this diversity.

2.2 Metropolitan Toronto Courier Industry

2.2.1 Licensing Body and Requirements

Aside from the legislation that all motor vehicle drivers are governed under (e.g. the Highway Traffic Act, parking by-laws, etc.), Metropolitan Toronto couriers are licensed by the Metropolitan Toronto Licensing Commission as Cartage Vehicles and Carters (drivers). The Licensing Commission itself derives its licensing powers from Section 110 of the Ontario Municipal Act.

The Metropolitan Toronto Licensing Commission is further defined through Metropolitan Toronto By-Law 20-85 and its amendments. Where the Municipal Act describes the powers the Commission may have, the By-Law states those powers that Metro Toronto wants the Commission to assume. The legal authority of the Licensing Commission is further described in Chapter 3: The Licensing of Metro Couriers.

2.2.2 National Courier Lobby Group

Metro Toronto couriers, as all Canadian couriers, have the option of being members of the Canadian Courier Association (CCA). The CCA acts as a lobby and interest group for the industry. The CCA holds regular meetings, has formal and ad hoc committees addressing industry issues and concerns, and publishes a quarterly newsletter, the Canadian Courier Focus.

Recently, the CCA conducted their third annual general meeting where a special session was held to discuss concerns regarding parking and traffic in downtown areas. UMA Engineering Ltd. provided a member for that panel discussion. The CCA and various companies have addressed Metro and Area Municipal councils to voice their opinions of various traffic programs.

Concern has been raised by members and non-members that the CCA serves only the needs of the larger, higher profile companies, a perception that the CCA is actively trying to dispel.

2.2.3 Metropolitan Toronto Couriers

There are more than 180 courier companies listed in the Metropolitan Toronto Yellow Pages telephone book, more than half of these have Metro Toronto addresses. An accurate figure of existing courier businesses is difficult to derive for two reasons. First, the Metro Licensing Commission licenses couriers under the cartage class, which may include non-courier services. While the majority of those applying for the cartage licence are couriers, others, such as copy/reproduction centre deliveries, office coffee supplies and armoured car services may also fall into this category. Second, it is widely known that a number of courier companies operate without obtaining the Metro licence and these often without the adequate licensing insurance requirements. This subject is addressed later in this report.

It has been estimated by some courier industry members that there may be more than 1,000 courier vehicles operating within the core area of the City of Toronto, representing more than 5,000 pick-ups/deliveries per business day, and that for motorized couriers only.

Many of the drivers for courier companies own their own vehicle and are under contract to the broker. These companies are generally the smaller companies that do not possess any of their own vehicles. Strictly speaking, both the driver and the vehicle should be licensed, yet the broker, the person who distributes the courier services, is not required to have a licence.

2.2.4 Non-Motorized Couriers

There also exists an expanding network of bicycle couriers and 'walkers', those couriers who pick-up/deliver on foot and then meet the motorized couriers who take the package to the sorting station. Walkers may also use other forms of transport including transit and skateboards. These methods are being increasingly used as congestion problems decrease the viability of motor vehicles in core areas.

2.2.5 Industry Images

Although the following statements have not been proven conclusively, their repetition through industry representatives gives some basis for consideration. Therefore, the following statements should be viewed with some caution.

Some of the very small courier companies, as little as one driver/vehicle, operate on a part time basis to supplement an existing income, it has also been speculated that these types of companies are most likely to operate without the Metro licence and the proper vehicle insurance.

There exists many 'fly-by-night' operations, that is, companies who set up operations to maximize their income, and do so by breaching municipal by-laws and possibly provincial legislation, at the expense of consumer protection and industry image. When these companies are caught or when they feel pressure from any of the groups they have maligned, they will close up their operations and move to a new location. They are also likely to set up again under a different name and run the same kind of operation. Industry representatives feel that these businesses give the industry a bad image and are most likely the types to remain unlicensed and flout municipal parking and traffic by-laws.

3.0 THE LICENSING OF METRO COURIERS

3.1 The Metropolitan Toronto Licensing Commission

The Metropolitan Toronto Licensing Commission licenses many businesses and activities within the Metro boundary. The premise of the Commission is to act as a consumer protection agency for the health and safety of the residents of Metro. The foregoing states that the Commission exists to service the public not the businesses that it licenses. This is not generally known or advertised; therefore, the perception arises in the courier, and other licensed businesses that the licence fee and fines are merely a general revenue source for Metro.

The Metro Licensing Commission also operates on a non-profit basis, that is, all revenues from license fees are used to pay for the enforcement of the licences. This effect has repercussions for the current study in that any modifications to the licensing procedures that will add to the Commission's expenditures, will necessitate an increase of revenue from within the Commission's structure.

3.1.1 Legal Authority of the Licensing Commission

The Licensing Commission carries out its duties under the authority of the Ontario Municipal Act, Chapter 302: RSO 1980, Section 227, which also regulates taxi cabs, vehicles for hire and livery vehicles. Section 227 also allows municipalities to set rates and fares and to limit the number of licenses issued to these vehicles within the municipality, although the Commission does not currently limit the number of licences issued to carters.

The Licensing Commission itself derives its licensing powers from Section 110 of the Municipal Act. The Metropolitan Toronto Licensing Commission

being created and empowered under the Municipal Act, is further defined through Metropolitan Toronto By-Law 20-85 and its amendments.

Where the Municipal Act describes the powers the Commission may have, the By-Law states those powers that Metro Toronto wants the Commission to assume. Metro couriers (carters) are licensed under Schedule 10 of the by-law which regulates all cartage vehicles and carters, most recently amended February, 1990 under by-law 13-90. Schedule 10 defines this class of vehicles, their limitations and requirements set out by Metro Toronto.

3.2 Industry Perceptions

3.2.1 Industry Perception of the Metro Cartage Licence

Couriers do not see any benefit from the licence and perceive that it is merely a source of general revenue income for Metro Toronto. The Metro Licensing Commission believes that they do not exist to benefit the businesses that they licence but to protect the consumer by requiring certain business standards and controls. These two distinct perspectives foster misunderstanding and mistrust among the groups and also affects the respect for the licence, and hence, the regulatory structure.

This problem can be addressed through the implementation of one of several programs. The alternative measure that would most directly address this specific problem is creating a value for the cartage licence. While problems may be arise between the administrators of the licence (i.e. the Metro Licensing Commission) and the couriers, a greater respect for the licence and the regulations behind it would become apparent. The process of determining what controls would produce this value would come after

cooperation and coordination among the two groups, thereby opening the lines of communication and understanding.

As well, components of the education programs and discussion forums would promote understanding of the functions of the various players and agencies.

3.2.2 Industry Coordination and Stability

Again, due to a number of factors; range of services and prices, variation in the size of operations, high level of competition and the existence of the bandit operations, the courier industry has divisions among members and types of operations. Without a unified voice, the industry lacks a credible image in expressing their concerns over programs, lacks self control in raising their profile and maintaining a high degree of respectability and promoting themselves as an integral business service rather than a collection of competitive individual companies. Because of the friction within the industry, the industry spokesgroup, the Canadian Courier Association, is not fully representative of the industry and is not completely effective in voicing the concerns of the industry and the industry's members, although the association is currently addressing the problem.

No single solution can be suggested for this problem. A great deal of the responsibility and resources rests with the industry itself and cannot be regulated. Response to measures, whether negative or positive, may pull the industry together, as will discussion forums, education programs and an effort by municipal officials to recognize the strength and individuality of the industry.

3.2.3 Broker Accountability

Currently, the Licensing Commission only requires cartage vehicles and cartage drivers to be licensed. Further, a driver who is also the owner of the vehicle he/she is driving only has to obtain one of the two licences. A broker, the owner of the courier service that dispatches the service among drivers, is not licensed or regulated under the municipal by-law, nor is there provision to do so in the provincial legislation. This removes the accountability of the broker to ensure that her/his drivers are adequately licensed and insured, unless the brokerage owns the vehicles, which is rare among small operations and uncommon among many of the mid-sized operations. This tends to add to the instability of the industry, which in turn adds to the some of the questionable practices coexistent with high competition and low resources.

The solution to this lack of accountability is to modify the licensing practice to include the licensing of brokers. While this will necessitate a change to both the Provincial legislation and the Municipal By-law, the concept follows the philosophy of the Commission to protect the interests of the community by allowing them more control over those that create the businesses and puts the onus of lawful conduct into the broker's hands, rather than the drivers and the enforcement officers. Modifications of this type deserve closer attention as an addendum to the solutions posed in 3.3.3: License Jurisdiction.

3.3 License Compliance

Metro Toronto couriers delivering from one Metro destination to another, require a cartage licence; however, there is not enough licence enforcement to maintain a very high compliance rate. Couriers, and other goods movers, without licenses are not as accountable for their actions as those with licenses, that is, one cannot lose a licence to operate or be fined for most licence by-law infractions if one does not own a licence. To compound the problem, as with parking enforcement, the risk of being caught is quite low (see Section 4.1.5). Options to increase compliance with Courier Licensing requirements are discussed below.

3.3.1 Licence Enforcement

An obvious solution to the problem is to effect an increase in licence enforcement in order to increase compliance of the Metro Cartage Licence. This can be done by: (i) increasing the number of municipal by-law enforcement officers, or (ii) to increase the number of authoritative bodies able to enforce the municipal by-laws. To implement the former proposal and to maintain the philosophy and working principles of the Licensing Commission, the Cartage Licence fees would have to increase in order to pay for the increase in enforcement. Otherwise, the Commission, and likely, Metro Council would have to approve either the shifting of resources at the expense of another Commission Licence Class or request reimbursement from Metro Government. Regardless, this measure should be considered further as a means to increase compliance.

The latter proposal could require investing the authority of by-law control to other groups, such as the traffic enforcement 'green hornets'. The process of

giving another group this authority involves various by-law changes and the designation of these groups as by-law enforcement officers. The new enforcement groups would also need training in knowledge of the by-laws, the commissions enforcement procedures and the process of conviction under the by-laws. This measure is deemed to be too expensive and complex for the potential benefit that may arise from its implementation.

3.3.2 Licence Violation Fines

Currently the fines are $250, $500, $1,000 and $1,000 for the first, second, third and fourth convictions. These fines were set in 1980 have not been updated since. The same problem exists with low licence violation fines as with low parking enforcement fines (see Section 4.1.6), that is, couriers and other goods movers find that it is cheaper for them to risk the fines for violation than to purchase a licence and the insurance required for a licence.

Aside from the licence fees, currently set at $111 for cartage vehicles ($73 renewal) and $106 for cartage drivers ($68 renewal), licensed drivers have to purchase insurance above the provincial minimum. Insurance premiums for licensed couriers can reach as high as $5,000 per annum, per driver. Therefore, some drivers would have to be convicted six times a year to approach the cost of the by-law and associated insurance requirements, which is unlikely considering the current level of enforcement.

An increase in licence violation fines will likely create an increase in licence compliance only if enforcement of the licence is also increased. Fine increases would require a change to the municipal by-law governing the Licence Commission and would need Commission and Council approval.

This measure, while deemed inappropriate in itself, deserves further inspection when coupled with an increase in licence enforcement (Section 3.3.1).

3.3.3 Licence Jurisdiction

As mentioned in 3.3.1, couriers (and other cartage operations) who pick-up from one Metropolitan Toronto location and deliver to another Metro location must possess a cartage licence. This stipulation increases the difficulty of enforcing the licence by-laws by adding a further investigation for the by-law enforcement officer. The uncertainty allows for more room to maneuver around the by-law and makes courier vehicles more difficult to identify.

The licence requirement places Metro couriers at a monetary disadvantage to couriers from neighbouring municipalities who are not required to be licensed, and therefore, do not have to pay the extra insurance and licence fees. There are a number of possible solutions to the problem: (i) abolish the licence requirement for Metro couriers, (ii) modify the existing licence legislation, (iii) expand the jurisdiction of the Metro Cartage Licence, or (iv) have the neighbouring municipalities enact a cartage licence by-law.

Abolishing the cartage licence (i) is contradictory to the initial assumptions of this section, i.e. remove the licence requirements and the industry becomes more uncontrolled and disregard for regulations and by-laws could become more pervasive. Further, this motion is contradictory to the public and consumer protection philosophy of the Licensing Commission and therefore, should not be regarded as a potential solution.

Modification of the existing legislation (ii) and expanding the license's jurisdiction would require amendments to both the Provincial legislation and the Municipal by-law. Modifications may include; requiring all deliveries originating in Metropolitan Toronto to be handled by a licensed courier regardless of its destination, applying a surcharge to pick-ups and deliveries (see Section 4.2.1.2) within certain areas, and, creating a separate class of licence (see Section 3.4.1) for couriers. While legislative changes will be necessary for all these measures, each may provoke heated reactions from different groups affected. The first of these measures would require changes to both provincial and municipal legislation, making it an attractive measure only if coupled with other similar changes.

Expanding the jurisdiction of the Metro Cartage Licence (iii) may involve expanding Metro's powers into the Greater Toronto Area (GTA), convincing the neighbouring municipalities to create identical by-laws (iv), or, all members of the GTA following a mutual policy regarding the licensing of couriers. Again strong reactions may be provoked depending upon the proposed distribution of powers.

It is suggested that this measure not be actively pursued as an alternative measure because of the length of time and level of negotiations necessary to implement the program. However, it may become one of many issues to be addressed with the ongoing cooperation with the regions in the GTA.

3.4 Courier Licensing And Traffic Concerns

While many of the following problems are not directly related to the overall congestion problem, they merit closer attention for two reasons. First, in indirect, and in some cases small ways, they contribute to the problem by adding to the confusion and chaos of the industry. Second, while addressing some facet of the congestion problem, they also address the first objective of the study, to accommodate the needs of the couriers. Again, the analysis of the problems and potential alternate measures will determine the weight to be placed upon these problems.

3.4.1 'Bandit'/Pirate' Couriers

Prevalent within the industry's perception is the existence of non-licensed, non-insured couriers, often referred to as 'bandit' couriers or 'pirates'. The name derives from the fact that operating without a licence and the associated insurance requirements, the bandits can afford to pass their savings on to the customer, in effect undercutting the price of the licensed couriers. The number of non-licensed couriers is unknown within Metro Toronto, but it is perceived to be a significant number. A bandit operation does not directly infer a traffic problem; however, it does make courier vehicles harder to identify and reduces the perception of accountability. It is not unreasonable to suspect that a courier who ignores the licensing by-laws will tend to ignore the parking by-laws as well.

The underlying assumption of the first three of the following measures is that by increasing the compliance of the Metro Cartage Licence, the couriers become more accountable to Metro Toronto and the courier industry for their actions

A potential solution to this problem would be to launch a campaign against non-licensed couriers that includes increased enforcement and increased fines of both the cartage licence by-laws and the parking by-law. While this may induce greater compliance to the by-law, it may also create a backlash against the government structure as the agent of increased regulation. This measure warrants closer examination due to its potential positive impact on couriers' adherence to traffic by-laws and its application to other illegally parked vehicles through the parking by-law.

Another approach is to create a value for the cartage licence, monetary or symbolic. This could be accomplished through a series of measures that includes limiting the number of licences available, greatly increasing the buying and selling price of the licence, providing incentives / privileges to licence holders, and greatly increase the risk of losing the licence for misdeeds. While some may argue that such a program increases control and regulation, others would welcome the measures because it entices unlicensed couriers to follow the prescribed by-laws as is already done by the rest of the business; thereby inducing greater compliance and respect for the industry. This is an alternative that deserves consideration as part of a comprehensive program.

A further option to increase respect of the licence is to create a new class of licence for couriers. In this way, controls and privileges unique to couriers can be implemented and the industry gains more recognition and accountability. While this action requires a change to both provincial and municipal legislation, it is suitable for further investigation because of its

potential to aid, strengthen and legitimize the courier industry, by inducing a self policing response.

3.4.2 Industry Perception of Regulation

Many couriers have expressed cynicism of any regulation that may affect them. This perception would make any alternative measure that involved increased regulation difficult to implement and have a reduced chance of success unless a direct benefit can be immediately shown and agreed upon by the majority of couriers. Some form of increased regulation may be necessary to reach the objectives of the study, including the accommodation of the needs of couriers.

A solution to turn this negative perception is to institute education programs to explain all regulations and how they positively, and negatively, affect couriers. As well, open discussion forums that express concerns and have a potential for courier input into the creation and modification of regulations may produce understanding and a willingness to comply. A relatively inexpensive initiative, dialogue between major players would augment most alternatives.

4.0 THE OPPORTUNITIES OFFERED BY CONGESTION

Certain practices of goods movers, including couriers, that compound congestion on overburdened streets are easily visible to the general public. Not so obvious are the opportunities afforded by these problems. The following sections discuss the opportunities that were uncovered when examining the problems identified by this study.

4.1 Courier Parking Options

When discussing the problems of couriers and traffic congestion, an obvious place to begin is with those associated with parking and stopping. Throughout the study, this area has been identified as the most pressing, as well as being the most visible.

The average motorist will notice the parking by-law infractions of couriers, trucks and other vehicles. This may in itself be seen as the primary problem, however these infractions are often in response to secondary problems. First, and foremost, is the realization that in this highly competitive industry, time is one of the most important quantities and quite often, the monetary value of saving time through parking violations is greater than the potential penalty of being caught.

4.1.1 Outright Courier Ban

The challenge that presents itself is to devise a way to stop couriers from parking and stopping in congested core areas. The most effective way to accomplish this is to ban motorized courier vehicles from congested core areas. While this adequately fulfills the objective of reducing the impact of courier operations, this solution does little to accommodate the needs of couriers and their customers.

Banning couriers would be very difficult for a number of reasons and most would not consider it to be an opportunity. First, there would be distinct opposition by couriers, businesses served by couriers and likely the whole goods movement industry for fear of similar measures being considered for other sectors of the industry.

Second, such a plan would be legally complex in that a change to the Provincial Highway Traffic Act to legislate a moving vehicle ban and a change to the Municipal Act to give the municipalities the authority to carry such a measure. Further, a new municipal by-law would likely be necessary to legislate Metro Toronto's intention to accept the authority, designate the areas of the ban, enforcement techniques, fines, etc. Lastly, there may be two cases for claims of discrimination; by applying the ban to couriers only, and designating the areas of enforcement (i.e. core, congested areas). Due to complexity, length of time for implementation and negative effects on couriers, this alternative need not be considered further.

An alternate solution is to restrict all parking on Metro roads during high congestion times (i.e. extended peak commuting hours), or during business hours. This is currently being done for Metro roads during the peak hours; therefore, an increase in the time restrictions would create only a minimal decrease in the current congestion levels. To implement this program would be contrary to the second objective of this study, to accommodate the needs of couriers in their operations. Clearly, restricting all on street parking for any more time during the peak hours or business hours, the time of heaviest courier activity, would be detrimental to the courier industry and its clientele

and therefore is not a viable alternative.

4.1.2 On Street Parking

In central business districts and other urban areas of high activity, on street parking is at a premium. In these areas, many vehicles compete for a limited number of on street parking spaces, vehicles such as couriers, trucks, service vehicles, commuters and shoppers. Couriers find that rarely is there a conveniently located space to use for the short time that they need it.

This problem is especially prevalent in older core areas where on street parking is rare and roadway lanes are narrow. In these older areas there also exist buildings that were built before development agreements required adequate loading and parking facilities.

One approach is to regulate parking for increased efficiency. Two potential opportunities exist: (i) institute a curbside parking management program to provide for the needs of all streetside delivery and service operations; or (ii), in the interim, provide dedicated on street parking for couriers.

The former measure would require a study of the needs of couriers, service vehicles, shoppers, commuters and emergency vehicles for individual blocks and development types. These needs would have to be assessed to determine their space requirements and their individual peak demand. This type of program would have to be supported by area municipal and Metropolitan policies and by-laws.

The latter measure would involve a number of specially designated spaces for

couriers based on the size and use of the building fronting the street. To further augment this measure, the dedicated parking would be metered for short term parking, geared toward the average dwell time for a courier stop thereby creating a quick turn around time for the parking spaces. Both of the preceding measures present the opportunity of aiding couriers while reducing congestion, and both will be considered further.

4.1.3 Off Street Parking

High demand and low supply of parking spaces creates a problem for all drivers. In the case of couriers, their desire is less to use off street parking than to have others use it to free up convenient on street parking

Similar to the problems of on street parking, off street parking faces a high demand from different users. Added to this is the low availability of land in core areas that can be used to create more parking and the high cost of the land that is available. From the courier's perspective, off street parking must be located conveniently to offset the time and cost savings offered by parking illegally at a building's entrance.

This last point assumes that the increased supply of off street parking would be used by the couriers, and this may not occur in all cases. In response, an increase in the supply of off street parking may be utilized by those currently using the on street parking, i.e. shoppers, commuters, etc. and therefore, freeing up curbside parking for couriers.

A variation of this solution is to arrange for dedicated off street parking for couriers in municipal parking lots. This could be achieved by leasing one or

two parking spaces to be available at all times for couriers on a short term parking basis. Participation in this program could be elective, that is, couriers wishing to participate would pay an extra fee for a special identification sticker that would allow them to use the parking spaces.

While the creation of new off street parking seems highly unlikely, the opportunity exists for the use of the existing off street supply for dedicated courier parking. This option is considered further, because of its potential to reduce congestion, aid couriers and its ability to be implemented in conjunction with other programs.

4.1.4 Development Requirements

The lack of adequate on and off street parking for couriers and other goods movers points to what seems to be an ideal solution: service laneways and/or special on-site parking. This solution involves several spaces for short term goods delivery and utility vehicle parking specified under development guidelines. The spaces could be dedicated within a building's internal parking lot, truck/freight loading bay, or a specially designed laneway or cul-de-sac.

This solution could involve two major planning controls: (i) development requirements for new buildings and (ii) retro-fit guidelines for existing buildings. While developers are generally opposed to planning controls that would increase costs, the simplest of controls involves the designation of one or two spots within the planned parking lot, would not significantly add to the cost of a new building. Experience of the courier industry in buildings that have designated courier spots has shown that their use is rarely enforced.

Second, the cost of retro-fitting an existing building would be expensive. Mandatory retro-fits would be infeasible for a majority of building owners. One remedy to this is to require service laneways/parking if and when plans for a building's redevelopment are submitted.

Although Metro Toronto has the legal power to impose this type of planning control on buildings within 45m of a Metro road, this power is rarely exercised. The imposition of such controls would more likely come under the jurisdiction of the area municipality. To this end, cooperation between the two levels of government is advisable in creating guidelines / policies for a voluntary retrofit program.

4.1.5 Parking Enforcement

It has been noted by couriers that parking enforcement is too low to be effective against short stay illegal parking. Often a courier, or any driver, can park in an illegal location for a short period of time without being caught. While some may argue that because it is a short period of time it does not create a problem; however, due to the narrow roadways and volume of vehicles in the core, even a small percentage of vehicles disregarding the parking by-laws creates congestion problems.

The obvious measure is to effect an increase in parking enforcement by means of increasing the number of enforcement officers, known as 'green hornets', or by expanding powers to other officers as has been done with the Toronto Transit Commission's 'red hornets'. Increasing enforcement to police short term parking infractions is likely to be of limited effect because of the

very nature of the "short term" aspect.

While this may provide couriers with the incentive to find legal parking, it is not too accommodating for them. This measure is punitive without providing an alternative.

Lastly, increased enforcement has a monetary price. It is unlikely that enforcement will be increased without coexistent measures to provide the funds for the enforcement. The challenge then is to produce a coexistent measure that will fund the difference in enforcement. One opportunity is to raise the amount of the parking violation fines, as described below, in conjunction with this measure thereby partially offsetting the costs.

4.1.6 Parking Violation Fines

As mentioned previously, the economies of time over potential penalties often makes the risk of receiving a parking ticket, and hence parking fine, worth taking. Time is highly valued to a courier and other goods movers, especially in this high competition industry and declining economy. The situation now exists that a courier can receive several fines before the value of the fines exceeds the amount gained in time savings. But as the previous problem outlines, it is unlikely that the current level of enforcement will allow the number of fines to make operations unprofitable.

Related to the above, an increase in parking fines would produce greater incentive for couriers (and other vehicle drivers) to find legal parking. A substantial increase would balance the economies of time, licence and insurance fees over the cost of parking fines, for the majority of carriers.

The increase in fines would require Metro Council approval to amend Metropolitan Toronto By-law 6-85, the municipal traffic by-law, however no changes would be necessary to the provincial legislation. This measure, accompanied by an increase in parking enforcement, allows the opportunity to increase compliance of parking by-laws for couriers, but most importantly, all vehicles in the road system.

4.2 Operational Challenges

4.2.1 Volume / Length of Stay

Due to many factors including: the evolution and the loose regulatory control (compared to similar industries) of the courier industry, the concentration of offices and businesses, the range of available services and prices, and the high level of competition, there is an extremely high number of single unit / low volume shipments within the core area. The need to service this demand has developed an equally high number of courier (and other goods movement) vehicles using the streets. Strides would be made toward reaching the objective of reduced courier traffic if the number of total courier trips was greatly reduced, that is, less vehicle trips for the same volume of parcels.

Compounding the problem of many courier vehicles making many trips is the length of time each vehicle takes in picking up and/or delivering a shipment. If the average length of stay per vehicle can be significantly reduced, then the couriers could operate more efficiently and make short term parking more available.

4.2.1.1 Consolidation

One way to achieve lower operational numbers is to consolidate courier services within large office buildings, where several courier trips are likely needed at the same time. Consolidation projects have been tested in Calgary and Ottawa, as well as the United States. Courier services in Metro Toronto have begun to secure contracts for this service in some of the larger developments in the core area. While all efforts in this vein should be lauded, a large number of developments would have to participate to effect a noticeable decrease in the overall volume of courier trips.

Consolidation projects offer a greatly reduced length of stay for courier trips. In most consolidation models, the courier services office is located on the main floor of the building with short term parking located nearby. The automobile courier need only stop briefly to pick-up and/or deliver to the office and the office personnel delivers within the building. Several minutes may be saved with this operation.

Office consolidation ignores single and low occupancy buildings; however, extension of the consolidation concept gives rise to possible measures such as Business Association Consolidation (eg. 'Bloor West Village Courier Depot'), sharing of existing consolidation services, and, eventually, core area consolidation, dividing the core into sectors and contracting the services within these sectors to couriers through competitions.

This alternative is open to different types of participation. It could be voluntary, letting the current pace of consolidation projects define participation, or, it could it be mandatory with the use of development controls available to municipal planners. While this is not a program that can be implemented immediately, office / neighbourhood consolidation offers a wide range of options, including pilot projects, to determine its full potential; therefore, consolidation warrants close attention due to its flexibility and its potential universality

4.2.1.2 Core Area Surcharge

Another solution is to apply a surcharge to pick-up and deliveries in the core areas. While the income generated from this activity could be substantial and pay for other congestion alleviating measures and road maintenance, the implementation and administration of such a program would be difficult. First, Metro Toronto only has jurisdiction over Metro Roads and planning controls within 45 m of a Metro Road. Application of a surcharge by Metro alone would cause a division between chargeable and not chargeable properties, unnecessarily complicating the system.

Second, the Licensing Commission does not have the authority to discriminate among areas of Metro Toronto, i.e. the by-law applies to all areas of Metro. Therefore, a system that differentiates between core and non-core areas would have to be enacted independently of the Licensing Commission.

And third, a simple method of applying and collecting the surcharge does not seem apparent, it could be applied to the package, vehicle trip, driver or owner, by way-bill audit, in-car meters or 'honor system'.

A program of applying a surcharge to core pick-ups and deliveries may not be the most acceptable alternative to couriers and their clients, however, this measure does follow a 'user pay' philosophy. Surcharging should be considered as a viable alternative because of its potential to raise funds for other traffic and parking programs designed to reduce congestion.

4.2.2 Loitering in Core Areas / Interjurisdictional Challenges

Some courier drivers regularly wait on core area side streets (i.e. city roads) while waiting for a delivery call. Idle vehicles may be using needed on street parking, loading or stopping zones creating congestion on side streets and extra parking problems on the collector and arterial roads. This problem is especially difficult to police because an idling vehicle can easily move before a ticket can be issued.

In this situation, to ban motorized courier vehicles from the core area is not a viable option, neither is increasing parking enforcement and parking fines; as mentioned previously, an increase in the presence of by-law enforcement officers could encourage the loitering vehicles to move to a legal position or alternatively, simply keep moving to avoid the officers.

One must remember the limitations of this study, most notably that any measures to be implemented will only effect Metro Roads. Any measure, including those mentioned in the above category, has the potential of displacing the courier traffic onto municipal roads from the Metro roads (or vice versa). This challenge must be met in the formulation of the final corrective measure.

Another opportunity exists within this context and that is coordination and cooperation with Area Municipalities. Without an adequate level of interaction between Metro and the Area Municipalities programs may be implemented by one party that negatively impact upon the jurisdiction of the other party. As well, any problem, and hence, solution that involves a shared jurisdictional area, should be dealt with among the parties involved. As it was suggested in section 3.3.3: Licence Jurisdiction, issues that cross jurisdictions, whether on a regional or local basis, should be addressed regardless of recommendation, resolution or suggested action. The opportunity exists to Metro Toronto and the Area Municipalities for dialogue in the area of courier movements, and a host of goods movement issues.

4.2.3 Core Dispatch Offices

While this does not rank highly among traffic problems, again the volume of vehicles brings this to attention. Dispatch, head offices and sorting stations in the core areas produce a regular influx of delivery vehicles. These activities go beyond the pick-up and drop off of shipments, drivers may come in for meetings, more supplies, lunch, etc. As noted, the constant influx of vehicles adds more vehicles and hence, adds to the congestion.

The most drastic approach would be to change the current zoning requirements so as to eventually eliminate this type of land use from the core areas. This claim is also open to the charge of discrimination against couriers and other goods movers particularly as there are many other land uses which generate high traffic volumes. This measure would be unacceptable and difficult to regulate in any respect.

A variation of this measure is to require all such uses in the core areas (defined through the official plan and zoning by-laws) to conduct traffic impact studies on their operations and to pay for and install any traffic devices deemed necessary to reduce any problems created by the land use. This is an opportunity to institute a "user-pay" program whereby the courier company themselves are required to reimburse the municipality for the advantage of locating in congested areas.

4.3 Other Opportunities

Some problems noted through this study may combine a number of areas and do not readily fit into the categories discussed thus far.

4.3.1 Vehicle Identification

Except for large courier companies that own their own vehicles, identification of most courier vehicles is difficult. This occurs because of the large number of contracted drivers who own the vehicles that they drive, and further, many of these use their own private vehicles. The problems that are created are: increased difficulty in enforcing municipal cartage by-laws, problems of instituting parking programs aimed directly at couriers and lowering the professional image of the industry.

Due to the tendency for couriers to use their private vehicles, a small cartage plate, when present, does not readily identify the vehicle. A larger plate may improve this situation.

While the identification of the company is required by the by-law (Schedule 10, Part 3) there is no penalty for disobeying. One approach is to provide a monetary penalty for not identifying the cartage vehicle. This however, would require a by-law change and the money for the increased enforcement necessary to maintain the new provision.

While creating a value for the cartage licence may induce the carriers to prominently display appropriate identification, so would providing privileges for licence holders only (e.g. dedicated parking). The opportunity to increase parking compliance and sharpen the image of Metro couriers through a comprehensive vehicle identification program deserves complete analysis as an alternative measure.

4.3.2 Higher Order Transportation Facilities

Many complaints were received from couriers concerning the City of Toronto's Bay Street Urban Clearway initiative. The complaints did not focus on the restriction against couriers but on the ability of taxis to use the clearway, whether carrying passengers or not. Taxis already account for a number of courier trips and since any taxi may use the clearway, they will gain a time saving advantage over the couriers. It is feared that this advantage may increase the percentage of courier trips taken by taxi.

The Bay Street Urban Clearway, and the proposed Queen/King Streets clearways, are under the authority and control of the City of Toronto and are largely unaffected by Metro Toronto controls and policies. However, on Metro Roads, a future policy may be considered when designing higher order transportation facilities (i.e. High Occupancy Vehicle (HOV) Lanes), that taxis only be allowed to use the HOV lane when carrying passengers. In this way, there is no time saving for taxis over couriers when conducting a courier service. Further, this policy would more closely adhere to the HOV concept that two or more persons per vehicle defines higher occupancy.

A second complaint involves the removal of on street parking due to the clearway. Again, the couriers do not object to the clearway concept, rather they object to the removal of spaces without replacement spaces created on side streets to balance those which are taken away.

Therefore, a second policy for the implementation of HOV and clearway lanes could address the removal of needed short term parking spaces. For every on street parking space removed for HOV facilities, effort is made to replace the space with side street, short term loading/unloading zones. The creation of these spaces will allow for delivery while not actually creating more parking or adding to the congestion problem.

Once again, cooperation with Area Municipalities and Metro Toronto may lead to a comprehensive and cohesive policy across Metro regarding higher order transportation facilities. As well, it should be noted, that coordination within Metro Toronto's own departments is also necessary.

Metro Toronto, in being perceived as a leader, must initiate discussion at par with the Regions of the GTA and the Area Municipalities within the Metro boundaries to coordinate programs and develop further opportunities to resolve common problems.

5.0 ANALYSIS OF POTENTIAL ALTERNATIVE MEASURES

5.1 Summary Of Potential Alternative Measures

The following list summarizes the alternative measures outlined in the previous sections:

- Increase Metro Cartage Licence enforcement
- Increase licence violation fines
- Increase parking enforcement
- Increase parking violation fines
- Attach a value to the Cartage Licence
- Create courier licence class
- Office/neighbourhood/core consolidation of courier services (voluntary/manditory)
- Apply a surcharge to core area pick-ups and deliveries
- Education programs for existing and potential regulations*
- Discussion forums on courier issues*
- Modification of by-laws for broker accountability
- Abolish the Cartage Licence for couriers
- Cooperation among Regional and Area Municipalities
- Ban motorized courier vehicles from core areas
- On street parking restrictions (peak hour/business hour)
- Curbside Parking Management Strategy
- On street parking dedicated to couriers
- Increase off street parking
- Off street parking dedicated to couriers
- Development requirements for service laneways or lay-bys, parking (new buildings)
- Voluntary/mandatory retrofit of existing buildings
- Rezone core land uses to exclude goods movement dispatch offices
- Dispatch office traffic impact studies
- Vehicle identification program

* - Guidelines for information programs can be found in Appendix A.

5.2 Initial Screening Of Individual Measures

Some of the above individual measures can be eliminated through some very basic evaluation criteria: the original objectives of the study, development requirements and zoning changes, and infeasibility due to excessive cost. These potential alternative measures are shown in Table 5.1

5.3 Programs: Grouped Individual Measures

The preceding list of individual alternative measures presents an abundant and diverse set of potential solutions to reduce the congestion problems caused by couriers and increase the image and accountability of the industry. Some are intimately linked and would produce better results when coupled with other measures. Some measures present opportunities for extensive reform when grouped together. And still others may go beyond the solving of the immediate problems to assist in the resolution of other problems in Metro's core areas. It is relevant at this point to group similar measures together to form scenarios for analysis.

COURIER OPERATIONS PROGRAM MEASURES

1) Education Programs
2) Discussion Forums
3) Consolidation Projects (voluntary)
4) Delivery Surcharge (core areas)

TABLE 5.1: ELIMINATED POTENTIAL MEASURES

MEASURE	REASON	COMMENTS
Ban motorized courier vehicles from congested areas	Contrary to study objectives	- adverse effect on couriers and industry - enforcement on moving vehicles is difficult - difficulty in only targetting couriers
On-street parking restrictions	Contrary to study objectives	- adverse effect on couriers and industry - would not apply to Area Municipal roads
Abolish licence requirement for couriers	Contrary to study objectives	- adverse effect on pedstrian and vehicluar traffic -adverse effect on stability of the courier industry
Zoning amendment to exclude core area dispatch offices	Complexity	- may necessitate long, costly amendment/OMB process
Mandatory consolidation projects	Complexity	- control tool unclear, unlikely possible - extra costs to be borne by owner/tenent
Mandatory retrofit of existing buildings	Complexity	- impossible to achieve in many buildings
Increase core area off-street parking	Excessive cost	- high land values in core areas - low availability of suitable land

COURIER LICENSING PROGRAM MEASURES

1) Increase Metro Cartage Licence Enforcement and Violation Fines
2) Attach Value to the Cartage Licence
3) Create Courier Licence Class including Broker Licence

TRAFFIC AND PARKING PROGRAM MEASURES

1) Increase Parking Enforcement
2) Increase Parking Fines
3) Dedicated On/Off Street Parking
4) Dispatch Office Traffic Impact Studies
5) Curbside Parking Management Strategy

OTHER PROGRAM MEASURES

1) Cooperation among Regional and Area Municipalities
2) Vehicle Identification Program
3) Voluntary Retrofit of Existing Buildings
4) Development Requirements for New Buildings

5.4 Evaluation

Criteria for this evaluation have been derived from the objectives of the study as well as impressions received during the interviews. The criteria and ratings are presented in a qualitative manner.

Weights were assigned to certain criteria *as they relate to the study's philosophy*, for example, the two objectives of the study were weighted highest, and generalized costs, lowest. This analysis is not meant to derive the 'best' alternative, as all of them have redeeming qualities, suitable for implementation, but to give an indication of where greatest impact may lie.

Throughout this report the courier "industry" has been implicitly defined as all persons associated with rendering some aspect of courier service, whether in possession of a Metro Licence or not and whether in contravention of any other by-laws or not. For the purposes of this analysis, "Overall Benefit to the Courier Industry" applies to the lawful members, whereas, "Costs to the Industry" applies to all members of the industry.

5.4.1 Evaluation Criteria

Effect on Alleviating Congestion. This criterion is based on the first objective of the study: "minimizing the impact of courier operations on vehicular and pedestrian traffic". In the purest sense, this criterion estimates the removal or addition of vehicles from the traffic flow.

Overall Benefit to the Courier Industry. Any selected measure should endeavor to provide benefits to the parties most involved, i.e. the couriers,

the industry and their clients. This is related to the second of the objectives of the study: "accommodating the needs of couriers concerning their goods pick ups and deliveries" but applies globally to the industry. Benefits could range from improving the industry's image to providing parking privileges to the couriers. Alternately, losses to the industry might range from stricter regulatory control to decreased profit.

Effect on the Efficiency of Courier Operations. Also related to the second study objective, this criterion explores the specific operational aspects of efficiency. Any of the alternative measures may have a positive or negative effect on the current level of operational efficiency of couriers. Negative effects may include increased delivery times and increased work effort required for stricter regulations. Positive effects may include shorter delivery times created by dedicated parking or consolidation projects.

Implementation Time. Factors affecting implementation time include purchase of resources, creating administration systems and creating/modifying legislation. Alternatives were assessed in terms of: immediate implementation, where little 'program creation' is needed and can be completed in a period of a few weeks to one or two months; short term implementation, where a specific program needs to be detailed and certain actions to be taken which can be expected to be completed in several months; and, long term implementation, where further study may be required and significant obstacles must be overcome and/or extensive programs and administration need to be defined in order to implement the measure.

Effect on Other Goods Movements. This criterion was derived in order to

gauge the implications of the various alternative measures on other facets of urban goods movements such as short term delivery, freight delivery and utility servicing. These implications may include effect by association, for example regulations that may effect all goods movers when applied against couriers, and the effects attributable to related and expandable programs, such as a curbside parking management program.

Monetary Costs. This criterion is not meant to fix a cost on any of the potential measures, indeed, no dollar figures are mentioned in the analysis. There are several reasons for this, first is that cost is very much dependant upon current financial environments. Second, each of the major players, those that may bear these costs, have different thresholds at which they can reasonably bear these costs, for example, Metro Toronto Can better afford a $5,000 signage program than a courier driver can afford a $5,000 licence fee. All measures were rated as they may affect each of the parties involved, relative to the ability of the party to bear that cost. Those being assessed are: Metro Toronto, courier drivers, brokers and the industry, and the customer of the couriers.

5.4.2 Detailed Evaluation

The results of the detailed evaluation are displayed in Table 5.2 and summarized in Table 5.3. While the summation of each program's assessment may indicate a favourable, or unfavourable, result, this reflects the weighted bias of the study objectives and not all of the variables required for complete decision making.

Of note in the results are three high scoring alternative measures; voluntary

TABLE 5.2: DETAILED EVALUATION MATRIX (ABSOLUTE OVER WEIGHTED VALUES)

CRITERIA (WEIGHT) / MEASURE	IMPLEMENTATION TIME (4)	ALLEVIATE CONGESTION (5)	BENEFIT COURIER INDUSTRY (5)	EFFICIENCY OF COURIER OPERATIONS (4)	EFFECT ON OTHER GOODS MOVEMENTS (3)	MONETARY COSTS				
						METRO (2)	INDUSTRY (2)	BROKERS (2)	DRIVERS (2)	CUSTOMERS (2)
EDUCATION PROGRAMS	IMMEDIATE	1 (5)	2 (10)	0 (0)	0 (0)	−1 (−2)	0 (0)	0 (0)	0 (0)	0 (0)
DISCUSSION FORUMS	IMMEDIATE	1 (5)	2 (10)	0 (0)	0 (0)	−1 (−2)	0 (0)	0 (0)	0 (0)	0 (0)
VOLUNTARY CONSOLIDATION PROJECTS	SHORT − LONG	3 (15)	2 (10)	3 (12)	−1 (−3)	−1 (−2)	0 (0)	−1 (−2)	0 (0)	−1 (−2)
DELIVERY SURCHARGE	LONG	2 (10)	−2 (−10)	2 (8)	−1 (−3)	−1 (−2)	0 (0)	−1 (−2)	−1 (−2)	−2 (−4)
INCREASE LICENCE ENFORCEMENT	IMMEDIATE	1 (5)	1 (5)	1 (4)	−1 (−3)	−1 (−2)	−1 (−2)	0 (0)	−1 (−2)	0 (0)
INCREASE LICENCE FINES	IMMEDIATE	1 (5)	1 (5)	1 (4)	−1 (−3)	0 (0)	−1 (−2)	0 (0)	−1 (−2)	0 (0)
CREATE LICENCE VALUE	LONG	1 (5)	1 (5)	1 (4)	0 (0)	0 (0)	−2 (−4)	−2 (−4)	1 (2)	−1 (−2)
CREATE COURIER LICENCE CLASS − WITH BROKER PROVISION	LONG	1 (5)	2 (10)	0 (0)	0 (0)	0 (0)	−1 (−2)	−2 (−4)	1 (2)	0 (0)
INCREASE PARKING ENFORCEMENT	IMMEDIATE	2 (10)	1 (5)	1 (4)	−1 (−3)	−1 (−2)	−1 (−2)	0 (0)	−1 (−2)	−1 (−2)
INCREASE PARKING FINES	IMMEDIATE	2 (10)	1 (5)	1 (4)	−1 (−3)	0 (0)	−1 (−2)	0 (0)	−1 (−2)	−1 (−2)
DEDICATED ON−STREET PARKING	SHORT − LONG	1 (5)	2 (10)	2 (8)	1 (3)	−? (−4)	1 (2)	0 (0)	1 (2)	0 (0)

TABLE 5.2: DETAILED EVALUATION MATRIX (ABSOLUTE OVER WEIGHTED VALUES)
(CONTINUED)

CRITERIA (WEIGHT) / MEASURE	IMPLEMENTATION TIME (4)	ALLEVIATE CONGESTION (5)	BENEFIT COURIER INDUSTRY (5)	EFFICIENCY OF COURIER OPERATIONS (4)	EFFECT ON OTHER GOODS MOVEMENTS (3)	MONETARY COSTS				
						METRO (2)	INDUSTRY (2)	BROKERS (2)	DRIVERS (2)	CUSTOMERS (2)
DEDICATED OFF-STREET PARKING	SHORT - LONG	1 (5)	1 (5)	1 (4)	0 (0)	−1 (−2)	−1 (−2)	0 (0)	0 (0)	0 (0)
DISPATCH OFFICE TRAFFIC IMPACT STUDIES	IMMEDIATE	1 (5)	0 (0)	−1 (−4)	−1 (−3)	0 (0)	−2 (−4)	0 (0)	−1 (−2)	−1 (−2)
CURBSIDE PARKING MANAGEMENT STRATEGY	SHORT - LONG	2 (10)	2 (10)	2 (8)	2 (6)	−2 (−4)	1 (2)	1 (2)	2 (4)	0 (0)
COOPERATION WITH AREA AND REGIONAL MUNICIPALITIES	IMMEDIATE	1 (5)	1 (5)	0 (0)	1 (3)	0 (0)	0 (0)	0 (0)	0 (0)	0 (0)
VEHICLE IDENTIFICATION PROGRAM	SHORT - LONG	1 (5)	2 (10)	1 (4)	0 (0)	0 (0)	0 (0)	−1 (−2)	0 (0)	0 (0)
DEVELOPMENT REQUIREMENTS FOR NEW BUILDINGS	SHORT - LONG	2 (10)	1 (5)	2 (8)	0 (0)	0 (0)	0 (0)	0 (0)	0 (0)	−1 (−2)
VOLUNTARY RETROFIT OF EXISTING BUILDINGS	LONG	2 (10)	1 (5)	2 (8)	0 (0)	0 (0)	0 (0)	0 (0)	0 (0)	−1 (−2)

TABLE 5.3: EVALUATION MATRIX SUMMARY (ABSOLUTE OVER WEIGHTED VALUES)

MEASURE	SUM – ABSOLUTE SUM – WEIGHTED	COMMENTS
EDUCATION PROGRAMS	2 13 (IMMEDIATE)	– No negative impacts, only small cost to Metro – Positive implications; increase knowledge of by–laws and legislation, understanding of mutual problems – Immediate implimentation possible without significant preliminary action – Potential to strengthen courier industry, improve image
DISCUSSION FORUMS	2 13 (IMMEDIATE)	– No negative impacts, only small cost to Metro – Positive implications; communication, idea generation, decision making – Immediate implimentation possible without significant preliminary action – Potential to strengthen courier industry, improve image
VOLUNTARY CONSOLIDATION PROJECTS	4 28 (SHORT – LONG)	– Low public cost – Implementable by stages, pilot projects; easily monitoreed – Versatile, flexible – Positive, constructive actions
DELIVERY SURCHARGE	–4 –5 (LONG)	– 'User Pay' for services rendered – Potential to generate revenue for related programs – May force couriers to be more efficient
INCREASE LICENCE ENFORCEMENT	–1 5 (IMMEDIATE)	– Would apply to all licencees in the 'cartage' class – Will not impact negatively on lawful couriers – Immediate implementation
INCREASE LICENCE FINES	1 7 (IMMEDIATE)	– Would apply to all licencees in the 'cartage' class – Will not impact negatively on lawful couriers – Immediate implementation – Would generate revenue for increased enforcement
CREATE LICENCE VALUE	–1 6 (LONG)	– Would create respect for the licence and its by–laws – Would necessitate clearer definition of 'courier' – Would further separate lawful from unlawful couriers
CREATE COURIER LICENCE CLASS – [illegible]	1 11 (LONG)	– Would create respect for the licence and its by–laws – Would necessitate clearer definition of 'courier' – Would further separate lawful from unlawful couriers – Potential to strengthen courier industry
INCREASE PARKING ENFORCEMENT	–1 8 (IMMEDIATE)	– Would apply to all vehicles parked illegally – Will not impact negatively on lawful couriers – Immediate implementation
INCREASE PARKING FINES	1 12 (IMMEDIATE)	– Would apply to all vehicles parked illegally – Will not impact negatively on lawful couriers – Immediate implementation – Would generate revenue for increased enforcement
DEDICATED ON–STREET PARKING	6 26 (SHORT – LONG)	– 2–3 spaces dedicated in front of large complexes and in business improvement areas – Could be expanded to include all short term delivery and service vehicles – Could be an incentive for voluntary courier consolidation projects

TABLE 5.3: ANALYSIS MATRIX SUMMARY (ABSOLUTE OVER WEIGHTED VALUES)
(CONTINUED)

MEASURE	SUM – ABSOLUTE SUM – WEIGHTED	COMMENT
DEDICATED OFF-STREET PARKING	1 10 (SHORT – LONG)	– 2-3 spaces dedicated within municipal parking lots, use can be voluntary with extra cost added to licence fee – Metro/Cities would lease the spaces and recover through the licence fees – Could be linked to vehicle identification program
DISPATCH OFFICE TRAFFIC IMPACT STUDIES	–5 –10 (IMMEDIATE)	– 'User Pay' for location privilege – Could apply to any dispatch operation – Would require changes to the zoning by-law
CURBSIDE PARKING MANAGEMENT STRATEGY	10 38 (SHORT – LONG)	– Balance the needs, priorities and timing of all curbside parking users – Would be good vehicle for cooperation with Area Municipalities – Implementable by stages, pilot projects; easily monitoreed – Versatile, flexible; addresses many congestion issues
COOPERATION WITH AREA AND REGIONAL MUNICIPALITIES	3 13 (IMMEDIATE)	– Low public cost – Ensures against counter-productive programs – Combined financing and energy toward more focussed programs – No negative impacts
VEHICLE IDENTIFICATION PROGRAM	3 17 (SHORT – LONG)	– Will facilitate enforcement measures – Could be linked to parking incentive programs – Could strengthen industry by further defining 'couriers' and the industry
DEVELOPMENT REQUIREMENTS FOR NEW BUILDINGS	4 21 (SHORT – LONG)	– Would remove courier vehicles from on street parking
VOLUNTARY RETROFIT OF EXISTING BUILDINGS	4 21 (LONG)	– Would remove courier vehicles from on street parking – Low degree of participation expected may require incentive program – long time to realize appreciable change in courier congestion – Cost borne by owner, likely passed to tenent

courier consolidation projects, curbside parking management strategy and on-street dedicated parking for couriers. All three have positive impacts on both courier operations and vehicular congestion, while not demanding a high cost to the public.

Other programs that did not score high yet are worthy of note are: education programs, discussion forums and cooperation among regions and area municipalities. While these do not score high in the detailed analysis, they offer potential benefits for couriers and the industry as well as benefits outside of the scope of the study; education, communication cooperation and coordination. These programs also have few negative impacts and low public costs.

6.0 CONCLUSIONS

6.1 Conclusions

The courier industry is highly fragmented and extremely competitive. Couriers range from systematic to disorganized, fleet service to single person operations, and from general shippers to specialized operations. Therefore any program, or set of measures, must recognize this diversity and be flexible enough to accommodate all types of operations.

A small, but significant, portion of the courier industry operates outside of some, or all, of the municipal parking and licensing by-laws; therefore, programs to alleviate congestion must be designed so that they will not be ignored by the courier, either by providing an incentive to comply or providing enough deterrent from non-compliance. In all cases, the potential benefits to the couriers and the courier industry should be emphasized and demonstrated, if possible to further increase compliance.

As with most commerce, the majority of couriers are wary of increased control by government bodies. The implementation of any program should ideally be made in consultation with the courier industry, explanations can be given and the industry has an opportunity for input into the decision to implement certain measures.

Finally, couriers are only part of the congestion problem in the Metro Toronto core areas. While attempting to alleviate congestion caused by couriers, some programs also offer the opportunity to reduce other forms of congestion thereby increasing the benefits.

6.2 Recommendations

All measures listed in Table 5.3 can be shown to positively impact upon the congestion caused by couriers and/or the courier industry. In this regard, programs with 'immediate' implementation times are selected as most desirable and therefore recommended for early initiation. These are shown graphically in Table 6.1 and listed as follows:

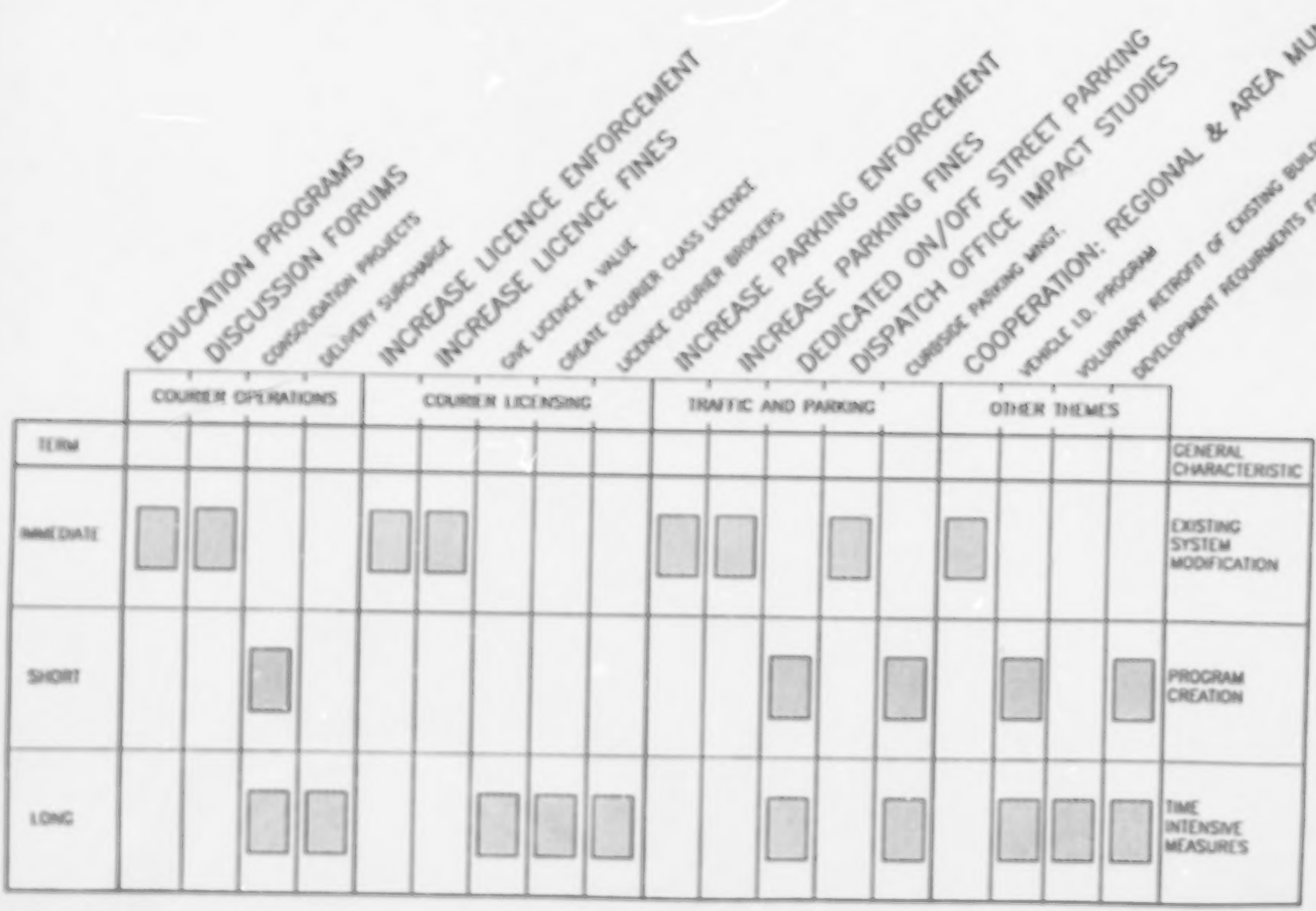
- Education programs for existing and potential regulations
- Discussion forums on courier issues
- Increase licence enforcement
- Increase licence violation fines
- Increase parking enforcement
- Increase parking violation fines
- Dispatch office traffic impact studies
- Cooperation among Regional and Area Municipalities

A number of programs can be implemented after some program details have been considered such as funding and responsibilities. It is expected that the implementation time of these measure range from one or two months to a year. The following measures fall into this category and should be considered for the necessary preparatory work for their implementation:

- Office/neighbourhood/core consolidation of courier services (voluntary/mandatory)
- On street parking dedicated to couriers
- Off street parking dedicated to couriers
- Curbside Parking Management Strategy
- Vehicle identification program

TABLE 6.1: POTENTIAL ALTERNATIVE MEASURES TO ALLEVIATE COURIER CONGESTION

IMPLEMENTATION TIME VERSUS SUBJECT GROUPINGS



- Development requirements for service laneways or lay-bys, parking (new buildings)

Lastly, some measures are recommended for inclusion, yet will take a long time for implementation due to such factors as financing and/of legislative changes. The time required for these measures may take from several months to a few years to complete implementation. The following measures fit into this category and should be investigated for eventual implementation:

- Apply a surcharge to core area pick-ups and deliveries
- Attach a value to the Cartage Licence
- Create courier licence class
- Modification of by-laws for broker accountability
- Voluntary retrofit of existing buildings

APPENDIX A:

GUIDELINES FOR INFORMATION PROGRAMS

- Public
- Courier Industry/Business
- Owners/Tenents

APPENDIX B:

COURIER INDUSTRY SURVEY QUESTIONNAIRE

APPENDIX A

PART 1:

GUIDELINES FOR PUBLIC INFORMATION PROGRAMS

PART 2:

GUIDELINES FOR COURIER INDUSTRY/BUSINESS INFORMATION PROGRAMS

PART 3:

GUIDELINES FOR OWNERS/TENENTS INFORMATION PROGRAMS

The guidelines contained within this appendix are derived from material included in the main body of the report 'Development of Measures to Accomodate Courier Operations". Each part has an 'Intent' section that relays an understanding of the issues as the target group may interpret them. As well, there are suggested courses of action designed to improve upon the current situation.

APPENDIX A, PART I:

GUIDELINES FOR PUBLIC INFORMATION PROGRAMS

The following guidelines represent an understanding of the reality of courier operations. While members of the public may believe that the business practices of couriers are less than desirable when adhering to the applicable legislation, the majority of couriers must operate in this way in order to remain a viable enterprise.

Intent:

Members of the 'general public', those who use couriers sparingly or not at all, but interact with them on the street or sidewalk, should understand the pressures faced by couriers. Due to a variety of factors, most couriers have to maximize their revenues while minimizing their costs. These factors, some of which are listed below, combine to produce a work ethic where "time = money", that is, many companies operate on a slim profit margin and the reduction of average dwell time can mean the difference between making a profit and running a deficit.

Factors Affecting Courier Operations:

- Cost of licensing (Metro couriers only),
- Cost of insurance,
- Rigid competition, not only because of large numbers of couriers but also from the varying types of services and ranges of company sizes,
- Costs due to congestion
- Low probability of receiving a parking or licence violation ticket, and
- Disproportionate value of parking and licence fines compared with the amount of money saved risking the fine.

What Can Be Done?

As in any industry, there are good businesses and poor ones, couriers are no different. Some companies follow the letter of the law, while others openly and blatantly flout the law. There are measures to consider, both preventative and responsive, for members of the public when interacting with the courier industry.

- When planning to use the services of a courier:

  Ensure that the courier firm contracted for is a reputable firm with proper licensing.

- How to help make the system more efficient:

  Attempt to minimize the time required for a courier to pick-up or deliver a parcel, by completing waybills ahead of time, meeting them at street level, etc.

- Be aware under what legislation the couriers operate:
  - Portions of the Ontario Municipal Act (Chapter 302, RSO 1980) allow municipalities to licence various operations including couriers
  - Couriers in Metropolitan Toronto are governed under By-Law No. 20-85 and are classed as 'cartage' operators,
  - As all drivers, couriers must follow applicable laws and by-laws: the Highway Traffic Act and By-law No. 6-85 (traffic and parking) for example,

- If there is a need to follow up any aspect of courier operations, know who to contact:
  - The Canadian Courier Association,
  - The Small Parcel Delivery Committee of the Ontario Trucking Association,
  - The Metropolitan Toronto Licensing Commission,
  - The Better Business Bureau, and
  - The Member of Metropolitan Tororonto Council representing the Licensing Commission.

APPENDIX A, PART 2:

GUIDELINES FOR COURIER INDUSTRY/BUSINESS INFORMATION PROGRAMS

The following guidelines are designed to show ways in which the courier companies can operate more efficiently and effectively and how their major clients, business, can assist them.

Intent:

Two prevalent patterns currently exist within the courier industry: the evolution of methods aimed at avoiding the problems of vehicular congestion and speeding up the delivery of parcels, and, the lack of strong, united leadership for the industry. The former involves ingenuity and an amount of risk-taking in order to keep abreast of the industry changes, while the latter involves a time committment and a show of support to strengthen the voice that already exists.

Courier Industry Options:

- Employ alternative delivery techniques in congested areas, such as, bicycle couriers, 'walkers', use of transit, etc.,
- Investigate more efficient methods of interaction with core area pick-ups and deliveries e.g. special sorting stations, dedicated core couriers, intermediate sorting stations on the periphery, etc.,
- Become involved with and support the efforts of the Canadian Courier Association for its investigations, committees and lobbying efforts, and
- Be aware under what legislation the couriers must operate:
    - Portions of the Ontario Municipal Act (Chapter 302, RSO 1980) allow municipalities to licence various operations including couriers
    - Couriers in Metropolitan Toronto are governed under By-Law No. 20-85 and are classed as 'cartage' operators.
    - As all drivers, couriers must follow applicable laws and by-laws: the Highway Traffic Act and By-law No. 6-85 (traffic and parking) for example.

Business Options:

- Attempt to minimize the time required for a courier to pick-up or deliver a parcel, by:
  - consolidating shipments within the business for regular pick-up and delivery,
  - larger businesses contract or set up a consolidation office for internal pick-up and deliveries,
  - provide convenient short term parking for couriers to minimize time and remove the vehicle from the traffic stream,
  - completing waybills ahead of time, meeting them at street level, etc.
- Investigate retrofit options to provide short convenient parking and internal mailing systems,
- Endorse the use of licensed, responsible courier firms, and
- Collaborate with the courier industry in mutually beneficial programs.

APPENDIX A, PART 3:

GUIDELINES FOR OWNERS/TENENTS INFORMATION PROGRAMS

The following guidelines are intended to provide an understanding of the courier industry and outline some of the methods that may improve the efficiency of small parcel pick-up and delivery.

Intent:

The courier industry, like many others, operates on the work ethic: 'time = money'. The consequence of this is that the longer it takes to complete a delivery, the more money it will cost the customer, directly and indirectly over time. There are options available to owners and tenants who wish to improve the efficiency and save on costs.

Available Options:

- Attempt to minimize the time required for a courier to pick-up or deliver a parcel, by:
  - consolidating shipments within the building for regular pick-up and delivery,
  - larger developments can contract or set up a consolidation office for internal pick-up and deliveries,
  - provide convenient short term parking for couriers to minimize time and remove the vehicle from the traffic stream,
  - completing waybills ahead of time, meeting them at street level, etc.
- Investigate retrofit options to provide short term parking and internal mailing systems,
- Design state-of-the-art courier facilities that optimize the movement of mail and small parcels within new developments which may include consolidation offices, dedicated parking and/or drive-throughs
- Endorse the use of licensed, responsible courier firms, and
- Collaborate with the courier industry in mutually beneficial programs.
- Separate the courier service function from other goods delivery

APPENDIX B

COURIER INDUSTRY SURVEY QUUESTIONAIRE

METROPOLITAN TORONTO COURIER OPERATIONS STUDY

— COURIER INDUSTRY SURVEY —

In August, 1990, UMA Engineering Ltd. was commissioned by the Metropolitan Toronto Transportation Department to study the courier industry in Metro Toronto. The intent of the study is to recommend measures to ease congestion in the urban core areas while accommodating the needs of the couriers themselves.

This survey is part of the information gathering process of this study. Your assistance in filling out this survey very much appreciated. Your company has been selected randomly, it is not necessary to include any information that may identify yourself or your company and in the case that such information is included, it will remain confidential.

For the purpose of this survey, and in particular reference to courier operations, the following definition for 'urban core area' should be used:

"zones of high density office/retail/commercial developments encompassing the majority of the city's daytime business activity, where traffic (vehicular and pedestrian) experiences and creates a major hindrance to efficient travel and the timely completion of a trip's purpose."

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OCTOBER 1990

uma

METROPOLITAN TORONTO COURIER OPERATIONS STUDY

IDENTIFICATION

1. Company Name (optional) _____

2. Service (check as many as applicable):
   Local ___ Regional ___ National ___ International ___
   If Local, what is the main city/town? _____

3. What is your definition of a courier or courier service? _____
   _____

OPERATIONS

4. Courier type: General ___ Specialized _____ (specify: legal, mail, etc.)

5. Number of vehicles in fleet (approx.): _____

6. Main vehicle/mode type used (approx. percentage)? _____
   others (approx. percentage)? _____

7. Dispatch type (radio, cellular, etc)? _____

8. Sorting station: Mobile ___ Fixed ___ Both ___

9. Percentage of deliveries in urban core areas (approx.)? _____

10. Percentage of loads delivered/received exclusively within the core area? _____
    From outside of core areas into core areas? _____
    From core areas to outside core areas? _____

11. Average size (kg.) of load ___ Maximum size taken ___

12. What is the peak hour of your business for each of the following times?
    Morning _____ Afternoon _____ Evening _____

13. Percentage of daily trips in the peak hour: Morning ___ Afternoon ___ Evening ___

14. Average dwell time in the core area? _____

15. Amount of (dwell) time required to accomplish the majority of deliveries? _____

REGULATION

16. Do you feel that the amount of government regulation in the courier industry is:
    too great ___ adequate ___ too little ___

17. Which existing regulations do you feel are unnecessary _____
    necessary _____

18. Describe any regulations you may feel are necessary but do not currently exist. _____
    _____

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METROPOLITAN TORONTO COURIER OPERATIONS STUDY

ENVIRONMENT

19. Competition with other couriers is:
non-existent ___ less than average ___ average ___ more than average ___ very heavy ___

20. In the near future, do you expect the market for couriers to:
drastically decrease ___ decrease ___ remain same ___ increase ___ drastically increase ___

Why? _____

21. In the near future, do you expect the competition among couriers to:
drastically decrease ___ decrease ___ remain same ___ increase ___ drastically increase ___

Why? _____

IMAGE

22. How do you perceive your image to be by:

	None	very poor	poor	average	good	very good
a) the public	___	___	___	___	___	___
b) the police	___	___	___	___	___	___
c) local politicians	___	___	___	___	___	___
d) municipal employees	___	___	___	___	___	___
e) business community as client	___	___	___	___	___	___
f) business community not as client	___	___	___	___	___	___

23. How would you rate the following groups in terms of their knowledge of the courier industry:

	none	little	adequate	good	complete
Shippers:					
courier price rates	___	___	___	___	___
delivery schedules	___	___	___	___	___
overall operations	___	___	___	___	___
Public:					
courier price rates	___	___	___	___	___
delivery schedules	___	___	___	___	___
overall operations	___	___	___	___	___

PROBLEMS

24. Do you encounter any problems with the delivery of goods in urban core areas?
If so, what are they?
1. _____
2. _____
3. _____

25. Do you foresee any problems in the near future with delivery of goods in uban core areas?
If so, what are they?
1. _____
2. _____
3. _____

METROPOLITAN TORONTO COURIER OPERATIONS STUDY

SOLUTIONS

26. What would you consider to be reasonable and practical solutions to the above problems?
    1. _____
    2. _____
    3. _____

27. What would you consider to be drastic solutions to the above problems?
    1. _____
    2. _____
    3. _____

28. Where should the onus lie to improve the problems of congestion caused by couriers (check as many as necessary)?

    government___ traffic enforcers ___ tenant ___ shipper/reciever ___
    courier industry ___ individual courier companies ___ owner ___

COMMENTS

29. Given the definition of 'urban core area' stated on the cover sheet, give the boundaries of the five most troublesome 'urban core areas' in Metropolitan Toronto.
    1. _____
    2. _____
    3. _____
    4. _____
    5. _____

30. If your firm practices, or if you have any ideas on innovative processes (i.e. goods consolidation, dispatching delivery modes) please describe below. Other comments will be gratefully accepted.

    _____
    _____
    _____
    _____
    _____

31. The following space is provided for further comment and/or continuation of previous questions (please specify question being answered).

    _____
    _____
    _____
    _____
    _____
    _____

Thank you for your time!

uma